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LJN exchange 2002

THE JOURNAL OF NIC'S LARGE JAIL NETWORK

Network Mission

The mission of NIC's Large Jail Network (LJN) is to promote the exchange of ideas and innovations among the administrators of the largest jails and jail systems in the U.S.—those having an average daily population of 1,000 inmates.

Network Goals

- To explore issues facing large jail systems from the perspective of those responsible for administering those systems;
- To discuss strategies and resources for dealing successfully with these issues;
- To discuss potential methods by which NIC can facilitate the development of programs or the transfer of existing technology; and
- To develop and enhance the lines of communication among the administrators of large jail systems.

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In This Issue

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Foreword

The Large Jail Network was conceived and founded by Michael O'Toole, former Chief of the National Institute of Corrections (NIC) Jails Division, and celebrated its tenth anniversary in 2001. The Network's Bulletin and meeting format reflect NIC's belief that large jail systems collectively possess the expertise and experience to adequately meet any challenge that a single jurisdiction might face. As a result of Chief O'Toole's foresight and the participation of jail officials from around the country, the LJN has become the most active practitioner network sponsored by NIC.

But that was then, and this is now! Though the mission of the Large Jail Network continues to be to promote the exchange of ideas and innovations among the administrators of the largest jails and jails systems in the U.S., we recognize that our constituent group of sheriffs, jail administrators, directors of corrections, wardens, chief jailers, superintendents, and administrators with other titles has changed dramatically in recent years. Therefore, the near future will be devoted to several efforts suggested by our members:

- To actively seek the participation of jail systems that have a great deal to offer but have not been involved with the Network;
- To assist administrators who are new to their role and new to the Network;
- To seek new and creative ways to identify and meet the needs of the Network and its members; and
- To identify and increase opportunities to open the Network and our meetings to persons and broader issues that relate to the administration and operation of large jails.

The change of the title of this document from the Large Jail Network Bulletin to the LJN Exchange emphasizes the purpose of the Network: to help ideas move from one jurisdiction to another, where they may spark the development of new approaches to similar problems or opportunities.

NIC neither evaluates nor endorses the material presented in the LJN Exchange; our role is to provide the vehicle for an open exchange of ideas and information. The quality and relevance of the Exchange and the Network overall will depend on the willingness of Large Jail Network member agencies to share information on innovative programs and concepts. It is my belief that the articles contributed by network agencies and others demonstrate that there is a commitment to communicating the jail's role as an effective, major component of the local criminal justice system.

We invite LJN Network members to continue to use this and other NIC services and, more importantly, to inform us as to how we might meet other needs that have not been addressed. ■

Leadership Planning and Development:

THE HERO'S JOURNEY

Revisited

by
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In the George Lucas movie, "Star Wars," Luke Skywalker is summoned to battle "the Dark Side" and the forces of evil. Even though he is unprepared for an adventure of such magnitude, he takes the difficult journey, confidently faces the challenges, and, with the help of "the Force" and Obi-Wan Kenobi as mentor and guide, secures a victory.

You may be asking yourself what Luke Skywalker and St. Louis County Government have in common. Here's the answer: Luke Skywalker, in Star Wars, and St. Louis County, in its leadership development planning project, took the Hero's Journey.

The Hero's Journey is a quest that organizations and individuals take after they have decided to:

- Address an issue or problem (take the journey);
- Face the challenges and obstacles presented; and finally
- Resolve the issue (secure a victory over the problem).

Wait a minute; let me make a confession. St. Louis County Government's journey into the leadership and development planning galaxy lacked much of the drama and most of the pyrotechnics of the Star Wars saga. However, the decision to venture into the vast and often confusing realm of leadership development provided challenges, opportunities, and rewards rivaling those in the Star Wars quest.

The Hero's Journey began because St. Louis County Government faced considerable erosion in its leadership ranks as a result of an aging workforce, increasing retirements, and a more diverse community. A leadership development plan was prescribed to replenish the pool of qualified individuals, thereby ensuring that the county's mission would be fulfilled and the needs of the community would continue to be met in the future.

There is no consensus on a definition for "leadership," and there is an even greater diversity of opinions on the appropriate focus, scope, depth, and duration of a leadership development program. Most administrators would agree, however, that the basic objective of such a program is to develop the capacity of future leaders to guide an organization to achieve its stated mission in the context of an ever-changing world.

Despite this basic agreement, organizations vary widely in their approaches to leadership development. One central difference is that some groups believe that the focus of a leadership program should be on personal development while others emphasize organizational development. The St. Louis County Government Pilot Project addresses both personal and organizational development.

Experiential Learning Is Crucial

Despite their varied opinions and approaches to leadership development, everyone agrees on this point: leadership cannot be taught in the classroom. Action learning, also known as "experiential learning," is one of the hottest approaches to leadership development today. Experiential learning is highly visible in the leadership development literature and serves as the core approach for many benchmark programs. Experiential learning gives participants an opportunity to learn by doing in a controlled setting. Learners engage in classroom activities as well as hands-on projects. The St. Louis County Government Pilot Project employs experiential learning as a core component of its leadership development program.

Although experiential learning is positioned at the head of the class, it does not have a monopoly on leadership development models. Several other approaches are important adjuncts to experiential learning. Approaches such as executive coaching, 360º feedback tools, in-basket exercises, management development seminars, and job rotations are all used to augment the experiential learning approach.

The decision to initiate a program is only one in a continuum of decisions required to begin a leadership development project. Several questions must be answered and choices made, such as:

- How much will this program cost?
- How will we pay for it?
- Who will coordinate the project?
- What is the curriculum?
- Will the training be provided internally, externally, or both?
- Who is eligible?
- Will training occur during or after normal working hours?
- What is the duration of the program?
- What are the rewards for participation?
- What commitment must the participants make?

These questions and a host of others must be answered by every organization deciding to initiate a leadership development program.

Core Values Are the Basis

St. Louis County's core values served as the starting point and foundation for its leadership development initiative. These values are: integrity, excellence, innovation, valuing people, and focusing on results. Employees selected for leadership development must be committed to upholding the county's core values and to developing the necessary leadership competencies.

Department directors identified six key leadership competencies required to accomplish the county's business purposes:

- Business knowledge and skills;
- Collaboration;
- Communication;
- Customer focus;
- Managing a diverse workforce; and
- Visioning.

The county established a pilot program and will accept nominations from department directors to establish a class of approximately 30 "high performers." The employees admitted to the program will undergo a 12- to 18-month training and development process.

Based on the experiential learning model, the St. Louis curriculum is divided into three key components:

- Individual development—training is provided in areas needing improvement;
- Core curriculum—a series of courses required of all participants; and
- Group projects—hands-on, real-world projects related to the organization's needs.

All program participants are required to prepare a professional development plan. The plan identifies the participant's strengths, learning opportunities, methods used for learning, and how the competencies learned will be demonstrated. Further, each participant must develop a portfolio of materials demonstrating that the competencies have been learned and have been applied in work situations. A completed portfolio is required for the participant to receive certification from the program.

Advisors and Coaches Provide Support

All participants are assigned to an advisor and several coaches. All advisors and coaches are county employees who also have been nominated by their departmental directors.

- Advisors function as mentors and oversee the progress of an individual participant during the development process. Advisors also offer guidance, provide constructive feedback, monitor the training and coaching, and

assist in goal setting to ensure that the participant meets program objectives.

- Coaches have been selected for their expertise in one or more of the identified competencies. They provide instruction and guidance in their areas of expertise. Advisors will refer participants to coaches when a participant needs assistance with an assignment. Coaches also provide resources and strategies to promote the participant's development and growth.

A certificate will be awarded to participants who successfully complete the core curriculum of courses, the group project, the Professional Development Plan, and their individual portfolio.

Monitoring and evaluation to determine the effectiveness of the program and its impact on organizational goals will be based on feedback solicited from participants, supervisors, coaches, advisors, and department directors at least twice a year.

The Journey Must Continue

Leadership development will not stop at the end of the Pilot Program. Graduates will be encouraged to keep their portfolios up to date and to work to ensure their skills are used in their work assignments. Continued growth and development opportunities will be afforded program graduates by having them serve as advisors, coaches, or instructors in future programs.

Organizations in the public sector may find it difficult to take the steps needed to develop their future leaders. This is evidenced by the small percentage of public sector organizations attempting the challenge. However, if the mission and goals of your organization are to be met in the future, people in mid-management positions may have to take it upon themselves to see that the challenge is met.

If you are considering taking the journey into the realm of leadership development, here are a few basics to keep in mind:

- Begin with your organization's business outcomes and purposes in mind.
- Identify the competencies required to reach your business outcomes and purposes.
- Provide guided practical training and experience on real-world projects related to your business purposes and outcomes.

Leadership development planning may not be a priority for your organization today, but it will be needed at some point in the future. When the day comes and you decide to take the journey…

"May the Force be with you."

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Broward County Cares for Terminally Ill Inmates:

HOSPICE

in the

JAIL

by
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In 1995, the Broward County Sheriff's Office, in collaboration with the jail's contracted medical provider, EMSA Correctional Care, became one of the first county jail systems in the country to develop an in-house hospice program. The county saw a need for the program to respond to the changing demographics of the inmate population. In comparison with the past, inmates tended to be older, had longer jail sentences, and often had more severe medical conditions, including terminal illnesses such as AIDS.

The average daily population (ADP) at our three jail sites in 1995 was approximately 3,603. The number of annual admissions exceeded 69,000, and the average length of stay was approximately 25 days. Today, the ADP exceeds 4,300 at four jail sites, and the number of admissions exceeds 81,000 annually; the average length of stay is approximately 22 days.

Before the hospice program was developed, inmates with terminal illnesses were transported, via a 911 call, to the nearest hospital as death approached. Jail staff were not prepared to deal with end-of-life issues. While correctional staff focused on care, custody, and control, health care staff were busy identifying and treating health problems and preventing declines in inmate health.

Medical Director Dr. William Haeck and Joan Bauersmith, the Director of Nursing, identified the need for more comprehensive care for terminally ill inmates in the jail system. Through a contract with a local hospice provider, they began to explore the possibilities. As the plan was developed, Broward Sheriff's Office administrators, the County Board of Commissioners, and local judicial representatives gave their approval to proceed with a hospice in the jail.

Having the hospice at a single facility made sense, and the North Broward Bureau facility was selected as the hospice program site because of its design and available space. Both the men's and women's infirmaries at the facility were

staffed 24 hours a day, 7 days a week by registered and licensed practical nurses. A hospice room was designated in each infirmary area, and other beds were identified for use for hospice care if needed.

The rooms were completely redesigned to create an environment that reflects a palliative care philosophy and with the appropriate physical, psychological, social, and spiritual needs in mind. For hospice patients, regular hospital beds replaced steel frame beds welded to the floor. Local merchants donated new flooring and bed linens, and the Sheriff's Office provided a television and VCR. In addition, a talented inmate painted a mural that included the "Serenity Prayer."

The Sheriff's Office finalized a contract with a local hospice provider, Hospice By The Sea in Boca Raton, a facility that is Medicare-certified and accredited by the Joint Commission on Accreditation of Health Care Organizations. The hospice staff outlined the program for the corrections and health care staff. Both correctional and health care staff needed education on hospice philosophies, including Elizabeth Kubler Ross's perspectives on understanding death and the dying process. The educational efforts reached those throughout the local criminal justice system, including some judges and attorneys. Current employees receive updated training on the hospice philosophy annually from the Director of Nursing, and new employees receive training during their initial orientation.

Referral to the Hospice Program

Potential hospice patients can be identified at the point of intake during an inmate's 14-day health assessment. Identification can also result from an inmate's visit to the Chronic Clinic or through a referral. Once a patient is identified as potentially needing hospice care, the Director of Nursing completes a Legal Care Plan. This confidential document includes information on the individual's next of kin, diagnosis, prognosis (if known), insurance information, and criminal charges. It also includes the name of the judge assigned to the case as well as public defender or attorney information.

Patients Served by the Broward County Sheriff's Office Hospice Program, 1995 to Present

Patients identified for hospice	102
Released to community care (institutional or home hospice services)	52
Died in jail	9
Died in a community hopspital	2
Transferred to other county jail	4
Transferred to prison	12
Currently in jail	3

After this information is complete, the Medical Director and Director of Nursing meet with the patient to discuss advance directives, the living will, and DNR (Do Not Resuscitate) orders. If the patient does not execute an advance directive or designate a health care surrogate, or if the designee is no longer available, the court may appoint a guardian. If the patient already has a living will and/or DNR instructions, the medical staff requests a copy from the appropriate medical provider. The staff also obtains all contact information for family, friends, and caregivers.

The patient is then referred to the Hospice Review Committee. This committee meets monthly to discuss various aspects of each individual's case, such as

discharge planning, pending diagnostic testing, nursing care plans, mental status, alternative housing options, court case status, and daily living performance. This multi-disciplinary team also reviews the status of all patients who are potential hospice candidates based on their diagnosis and referral.

If a patient is unable to perform the activities of daily living, he/she is relocated to the infirmary. Once the Medical Director determines the patient is "hospice appropriate," a hospice nurse and a social worker assess the patient within 24 hours—or immediately, if necessary. Based on the patient's wishes, family members may be asked to meet with the medical staff.

Family visits are arranged through the Broward Sheriff's Office in coordination with the chaplain. Hospice patients are allowed a 1-hour visit three times a week, and more frequent visits are permitted when the patient's death is imminent. In some cases, families are present around the clock. Spiritual services, including weekly religious services, are provided jointly by the Broward Sheriff's Office Chaplain and the spiritual care staff of Hospice By The Sea. In addition, volunteers from the Sheriff's Office Volunteer Program spend time talking with and listening to the patients.

Community Partnerships

As discharge planning for jail hospice patients begins, staff explore the patient's eligibility for benefits such as Medicare and Medicaid, as these benefits are integral to any community release program. Hospice By The Sea provides home care to patients who are released, using the traditional hospice "benefit" model. In the case of an unanticipated release, Hospice By The Sea will admit the patient to its local care center. Unanticipated release can result from charges being dropped, bond being paid, and/or release on own recognizance (ROR).

The Broward County Health Department has established an HIV Jail/Linkage program for all inmates identified as HIV positive in the jail. Additional community linkages also exist with various nursing homes and community clinics.

Operational Changes

The program had to overcome a number of obstacles, because implementing the hospice philosophy inside the jail setting required a number of changes:

- Hospice patients need **special beds** rather than one of the traditional metal bunks welded to the floor.

- Regular jail inmates are provided with wool blankets, which were not appropriate for hospice patients, so the jail acquired **new bed linen,** including comforters. These items required special laundering in order to keep them from disappearing, so the nursing staff on site assumed the responsibility of washing the comforters in the infirmary's laundry area.

- Hospice patients have **special dietary requirements** that presented challenges. It is important to meet the patient's needs and/or to try to

grant a dying patient's wish for a particular food. In a system developed to meet the needs of a large, diverse, confined population, very few therapeutic diets were available. However, meetings with the food service staff resulted in additional therapeutic diets being added to the approved list.

- It was also important to expand **visiting hours** for these patients. Once the Director of Detention accepted the rationale for these additional visiting hours, putting them in place was a matter of strengthening the lines of communication at every level. While allowing family, volunteers, and chaplains to spend more time with these patients reduced their feelings of isolation, the additional visiting hours placed increased burdens on custody staff. For example, not only were visitation procedures altered, but other inmates housed in the infirmary must be placed on lockdown status during such visits. In addition, family members were now being brought into the secure areas of the facility.

Although inmates in the hospice program are expected to die, death in the jail is never easy for staff. The common premise that "nobody dies in our jail" had to be viewed in a whole new light. This paradigm shift altered the conventional view that death in the jail is a high liability issue. The change in perspective had to take place not only with correctional staff but also with the media. Any death in the jail gets investigated, which at times feels like an inquisition. Actions and decisions get questioned, the medical examiner becomes involved, and the investigation wears on staff at every level. A strong support structure must therefore be in place for a jail hospice program to succeed.

In our county, mental health staff, including the Medical Director, had to increase their post-mortem outreach to other staff. Because the death of an inmate can be a tense and emotionally charged experience, the Chaplain and mental health staff proved to be key components in the program's success. The Broward County Sheriff's Office support staff from the Critical Incident Stress Management Team, including an Employee Assistance Program liaison and the Mental Health Unit Manager, also became involved.

The success of Broward County's hospice program in the jail setting can be attributed to good communications at every level as well as to the dedication and commitment of all those involved. Relationships among health care staff, correctional staff, community agencies, and the judicial sector have also become stronger. Sheriff Ken Jenne's support and leadership have been important in maintaining staff morale. The program has succeeded because a multidisciplinary group of individuals has worked toward a common goal. ■

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Maintaining Monmouth County Correctional Institution Operations During the

Middletown Teachers Strike

by
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In December 2001, a heated contract negotiation dispute between the Middletown Teachers Education Association (MTEA) and the Middletown Board of Education reached an impasse that led to the confinement of 228 teachers in the Monmouth County Correctional Institution (MCCI) in Freehold, New Jersey. After a strike resulted in the closing of Middletown schools for 4 days, teachers were brought before Superior Court Judge Clarkson S. Fisher, Jr., and asked to comply with a court order to return to work. Their subsequent refusal touched off a week-long media frenzy that entangled the Monmouth County Sheriff's Office, labor unions, Board of Education members, and the general public.

Effective communications proved critical in enabling the Sheriff's Office to navigate through the storm. Even before the first teacher was remanded to MCCI, the Sheriff's Office Law Enforcement Division became involved in the labor dispute because the Division is responsible for court security at the Hall of Records, where the court proceedings took place.

As the court proceedings began to draw national television and print media attention, Sheriff Joseph W. Oxley and administration officials maintained open lines of communications with the Administrative Office of the Courts. This invaluable relationship provided Sheriff's Office administrators with important lead time in preparing for the changing situation.

Throughout the strike, a daily cadre of more than 50 electronic and print journalists gathered at the courthouse in an attempt to provide continuous, 24-hour news updates. To satisfy their insatiable quest for information, Sheriff Oxley provided daily press briefings and background information. The media representatives were given frequent updates, and the Sheriff, Director Gary J. Hilton, and the public information officer made themselves available to answer questions. The public information officer also maintained an ongoing dialog with the

assigned journalists, providing background on the mission and roles of the Sheriff's Office. These regular communications were well-received by the media, which created a positive working environment that helped to lower tensions between journalists and the Sheriff's Office.

At MCCI, the public entrances were closed off, except to visiting families and loved ones or for legitimate business needs. By distancing the inmate population from the undesirable attention of national media, MCCI avoided any potential disruption to operations.

The First Teachers Arrive

On December 4, 2001, Judge Fisher ordered the first four teachers to jail, setting into action contingency plans and preparations that the correctional facility had been putting in place for the better part of a week. Director Hilton and Warden Clifford J. Daniels met with Sheriff Oxley to discuss the possibility of housing more than 1,000 Middletown teachers for an indefinite period, along with an average daily population of between 900 and 1,100 inmates.

From the moment the first teacher came before Judge Fisher, Sheriff Oxley and administration officials maintained consistent leadership objectives. First, all teacher detainees had to understand that they were to receive fair and professional treatment, but they were required to adjust to the jail's existing routines and adapt to the sound correctional operating procedures in place. They were told that the Sheriff's Office would remain accessible and accommodating to collective bargaining officials as well as to media representatives.

During the planning stage, the facility had taken into account issues such as intake processing, housing, linens, and bedding. They had also recognized the need to explain the correctional environment to a population of schoolteachers and to interact constructively with the media. It was also important to plan for an eventual safe and speedy mass-release of the teachers. The jail administrators developed contingencies for mass housing in non-traditional areas such as the gymnasium and classrooms. And now, as per the order of the courts, the time to act had come.

Direct Supervision Eases Processing

MCCI is a 1,328-bed, maximum-security adult correctional facility. This modern, direct-supervision facility was designed and built in 1994 to meet the changing needs of a county that has seen unprecedented population growth over the past 2 decades.

Direct supervision played an important role in successfully managing the deluge of teachers admitted to the facility over the next 4 days. In addition to the 228 striking teachers, MCCI processed a contingent of 67 INS detainees along with the normal influx of prisoners that, over the course of any given year, brings over 12,000 individuals through its doors. Direct supervision enabled the Sheriff and his staff to appropriately "classify" and house teachers, based on a nationally recognized system including health, mental, physical and other factors. In

rapid fashion, Monmouth County was able to transfer existing prisoners and maintain a safe operating environment for teachers, inmates, and staff alike.

Cooperation with the Monmouth County Office of Emergency Management enabled facility administrators to stockpile bedding, linens, cots, and other supplies. The correctional facility's gymnasium was readied in the event that the teacher population exceeded the capacity of the housing units. Sheriff Oxley also worked with Director Hilton and Warden Daniels to maintain contact with the incarcerated teachers, answering questions, rectifying problems, and clarifying facility policy.

An Organized Release Is Orchestrated

By Thursday, December 7, a total of 127 teachers had returned to their jobs. Judge Fisher made it clear that any teacher not willing to return to work by 3:00 p.m. would spend the entire weekend behind bars. At this stage, Sheriff Oxley worked with representatives from both law enforcement and corrections to ensure the safe and efficient release of 228 detained teachers. The key was to provide comprehensive processing, and at the same time, to accommodate the needs of the families, media, and other interested parties.

On Friday, December 8, the order was given to begin processing the teachers out of MCCI. To facilitate this, MCCI drove busloads of released teachers to a common drop point at the far parking lot of the county courthouse, approximately 1/8 of a mile from the jail. This offsite location enabled the correctional facility to maintain secure operations while providing a convenient staging area for family, co-workers, and media representatives to congregate.

Additional correctional personnel were activated, and the entire process was completed in approximately 6½ hours. The organized group release made clear the intentions of jail administrators to give stakeholders access—but not at the expense of professional operations.

Several lasting impressions remain with us now that these events are past:

- Good working relationships, built on open channels of communications, between the courts and the various divisions of the Monmouth County Sheriff's Office helped to set the stage for an effective execution of the court orders.
- Direct supervision provided consistent direction and maintained peaceable order.
- Providing useful, comprehensive public information mediated tension and focused attention back onto the labor negotiations.
- An organized, well-thought out release plan left the lasting impression that, on all counts, jailed teachers were handled fairly and with a pervasive level of professionalism, from the top to the bottom of the organization. ■

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Jail Inspection REDEFINED

by
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As in many states, Virginia's jails are as diverse and complex as its dynamic geography of coastal plain, rolling foothills, and mountains. City, county, and regional jails range from those in heavily populated urban and suburban locales to rural settings where a small jail in sight of farmland may be a short journey from a large, high-rise facility located in a metropolitan business area. With operational capacities ranging from 7 to 1,260 (and actual populations well in excess), the state's 85 jails provide a diverse panorama of physical plants, administrators, staff, and operations.

The jails or jail systems in cities such as New York, Chicago, and Los Angeles dwarf even the largest Virginia jail in Fairfax County, but the business of jail inspection is related to more than size alone. Today, jail inspectors are more than that title implies, and the business of jail inspection transcends the past practices of casual observation, or "eyeball and sniff."

Rapidly disappearing are small capacity jails, linear designs, convex observation mirrors, and "empty bed" classification. An inspector in 2002 is confronted with large jail systems, direct supervision, podular housing design, electronic technology, management through objective classification, and, most significantly, the ever-increasing professionalism and sophistication of jail administrators and personnel. Just as jail staff have met the challenge of moving from a 1950s design jail to a newly built "adult detention center," the inspector today must confront an equal challenge in bridging the old and new.

Changing Perspectives

The National Association of Jail Inspectors (NAJI) is working in the criminal justice system to dispel the notion that a jail inspector's only credential is that he/she is a former law enforcement or jail employee. Although many inspectors have come from law enforcement or the jail ranks and perform well because of this past experience, the NAJI seeks to promote inspection as a profession that requires

specific knowledge, skills, and abilities. The inspector is recognized as a professional with a significant role in the overall criminal justice system.

NIC has taken a leadership position in this effort by sponsoring annual meetings for jail inspectors and serving as a resource to the NAJI. Perhaps NIC's most important work in this area is the June 2000 "Competency Profile of Detention Facility Inspector," coordinated by Alan Richardson, NIC Correctional Program Specialist.* This comprehensive document identifies an inspector's varied job roles and defines an effective detention facility inspector as "one who assesses compliance with applicable standards and promotes professionalism through inspections, technical assistance, investigations, studies, and staff development to ensure safe, secure, effective, and legally operated facilities." This broad job description illustrates the current role of the jail inspector by emphasizing non-adversarial professionalism, resource assistance, and staff development in working effectively with all jails—new or old, large or small.

The role of the inspector and the jail inspection function in Virginia underwent major revision in the early- to mid-1990s with the construction of larger jails, the proliferation of regional jails, and a statutory mandate for annual unannounced inspections of jails and lockups (temporary holding facilities). At the same time, the Virginia Board of Corrections's *Standards for Local Jails and Lockups* were being revised and a new policy on audits and inspections was being promulgated. The revised role of the inspector began with a recognition that the inspection function was only part of the job. A title change to Local Facilities Manager reflected more accurately the inspector's responsibilities for providing technical assistance, conducting studies, brokering information, and networking.

In 1995, the Code of Virginia was amended to require unannounced annual inspections of jails and lockups in addition to the triennial certification audit that had been required when jail standards were developed in 1979. As the certification audits assessed compliance with all 115 standards, inspections focused on the most critical operational areas of medical care, emergency procedures, food service, security, prisoner supervision, and sanitation. Thirty-four standards were designated as life, health, and safety in nature. Further planning resulted in the involvement of the state health department's local environmental specialists in the co-inspection of food service and facility sanitation.

As a result of these changes the role of the inspector, or Local Facilities Manager, now focuses on:

- Emphasizing the importance of critical standards;
- Facilitating compliance, providing technical assistance; and
- Becoming a greater resource for jails in achieving their mission.

* NIC's competency profile for jail inspectors is available from the Information Center or on the NIC web site at www.nicic.org/services/pubs/2001/017166.pdf.

Differences Between Large and Small Jails

Inspectors frequently debate the issue of whether they spend most of their time in small or large jails. In most cases, the real answer is that they spend an equal amount of time in each, with larger jails presenting more complex issues and smaller jails seeking the resources and assistance of the inspector more frequently. The factors that differentiate the inspector's role with respect to large and small jails are typically related to budget, staffing, programs, and available resources. Although exceptions exist, jails in larger urban population centers tend to have greater levels of staffing, more programs, and substantial community resources.

Smaller facilities, usually in less populated localities, have fewer staff, less sophisticated programs, and fewer resources on which to draw. The inspector's time is also divided between the tasks of inspections and technical assistance. Although the inspection process usually occupies more work hours, technical assistance is a broad category that can encompass tasks of almost any variety.

Inspections are generally based on set standards and established processes, whereas technical assistance is more open-ended. On a daily basis, large or small jails may request and receive technical assistance in any of the following areas:

- Staffing;
- Program development;
- Law definition or interpretation;
- Policy development;
- Security practices;
- Construction design review;
- Interface with other government agencies;
- Local, state, or federal funding;
- Pre-audit preparation; and
- Training.

Networking: A Key Role

Networking is a key role, and most jail administrators know that the quickest answer to what other jails are doing can be found by contacting their inspector, who should have a statewide, if not national, perspective on jail operations. Recent events in Virginia illustrate the need for this broad perspective. In heavily populated northern Virginia near the nation's capitol, the Alexandria City Jail is currently holding accused terrorists for trial in Federal Court and has added security precautions such as outside visitor checkpoints, exterior razor wire fencing, and redefined parking areas. As a rural locality in southwestern Virginia, Patrick County has few things in common with Alexandria, but, like Alexandria, it does have a jail. The inspector for the small Patrick County Jail was recently notified that shower stall renovations would be delayed because the judge in an adjacent courtroom threatened a contempt charge if more banging noises were heard while court was in session.

Not all situations have that degree of local flavor, but the inspector's role as an information clearinghouse was also recently highlighted with a request for assistance on the use of tobacco products from a jail that was planning to convert to a non-smoking facility. To assist the sheriff and local governing body in decision-making, the jail administrator requested help in determining how many of Virginia's 85 jails allowed smoking and how many were smoke-free. Each inspector obtained that information from his or her assigned jails and provided it to the requesting jailor within 2 days.

The knowledge base and professional perspective needed to be an effective inspector have increased over the years, in pace with the increasing sophistication of jail operations. No longer can an inspector work with the jail alone, because other affiliated agencies or organizations are involved. It is essential for an inspector to know about the roles of federal government agencies such as the U.S. Department of Justice and NIC, state-level agencies charged with risk management and fiscal auditing, and professional organizations like the American Jail Association (AJA) and the American Correctional Association (ACA). Inspectors must also work with and know about other professions, including architects who design and contractors who build jails; private business vendors that supply the jail canteen, deliver computer services, or provide food services; and health care companies that provide medical services.

A jail inspector's job has evolved significantly from a basic auditing of operations. In the panorama of today's jails, inspection remains a central duty, but it is augmented by the equally important role of the inspector as a networker and relationship builder among the many components of the criminal justice system.

The 2002 Jail Inspection Model

When Webster's *New Collegiate Dictionary* defined inspection as "a checking or testing of an individual against established standards," the current role of the jail inspector was not envisioned, but standards and inspections continue to be important elements in jail operations today. That sentiment is echoed by current AJA President Walter Smith, CJM, in the November/December 2001 issue of *American Jails*, in which he writes, "To me, jail inspections are critical. Standards are only as good as they are used and followed." In the same issue, Managing Editor Ken Kerle, Ph.D., endorses quantifiable jail inspections: "Look at it [inspection] in a positive manner. A jail which can do well in a jail inspection is one with fewer problems with staff and inmates and one which has a good defense against lawsuits."

The question today is not whether jails should be inspected, but what part mandatory inspection should play in jail operations. That role should be maximized, and every jail, large or small, should incorporate inspections and inspection results into its strategic planning and accountability programs. Jail strategic plans should include a goal of compliance with standards, an objective for a 100% score, and strategies for technical assistance and inspections by a professional inspector.

As a risk management tool and proactive hedge against lawsuits, results achieved should be shared through accountability programs and "report cards" that make inspection or audit scores, certifications, or accreditations available to the public. This approach was recently employed by the Peumansend Creek Regional Jail in Bowling Green, Virginia, which hosted a dinner for board members, staff, and local and state officials to celebrate a successful ACA audit and impending accreditation. With an audit score of 98.6, Peumansend became the tenth ACA-accredited jail in Virginia and one of 100 nationally.

The recipe for inspection or audit success is simple, and it begins with these basic elements:

- Assignment or designation of an accreditation or certification manager;
- Revision or update of policy and procedure to comply with standards;
- Organization of files and compliance documentation records;
- Maintenance of ongoing and regularly scheduled policy reviews;
- Manager interface with external agencies, e.g., fire marshal and health;
- Coordination of inspection or audit team of jail unit heads;
- Self audits or inspections (announced and unannounced);
- Technical assistance and review by local or state inspectors; and
- Mock audits or inspections by local or state inspectors.

Many Virginia jails have implemented such processes, with positive results. Since 1995, compliance has steadily increased. In 2001, over 60% of the jails and lockups inspected or audited scored 100% compliance with state standards. ■

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Mothers and Their Children:

A New Beginning

by
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Tina, a 28-year-old woman, is a victim of sexual abuse and domestic violence who has pacified her pain through substance abuse. She is homeless and acts as a prostitute to feed her drug habit—and to feed her three children. Tina is arrested and sentenced to the county jail. She enters the criminal justice system for the fifth time.

Tina has been abusing drugs and alcohol since the age of nine. A substance-abusing mother, who also molested her, raised Tina. Prior to Tina's latest arrest, Child Protective Services (CPS) rescued her children, placing them in a temporary foster home. Her oldest has now been adopted.

Tina has no resources and does not know where to turn for help. Locked away, Tina thinks she has no way of following her case plan set forth by CPS for reunification with her children. The case plan requires her to complete a substance abuse recovery program, attend parenting classes, participate in individual counseling, obtain appropriate housing, and remain clean and sober. She must meet these requirements before she can be reunified with her two other children.

Now in custody in the county jail, Tina enrolls in the Maximizing Opportunities for Mothers to Succeed (MOMS) program. She completes 8 weeks of the educational component of the MOMS program and is assigned a case manager. The curriculum, a gender-responsive lesson plan, focuses on women's issues. It is provided in a safe, supportive, and nurturing environment that fosters trust, bonding, and connection. It emphasizes the identified needs of women involved in the justice system, encouraging empowerment and self-sufficiency.

After completing the educational component, Tina applies for and is accepted into the Sheriff's Office Community Re-Entry Center, where she continues in the MOMS program. Tina attends parenting classes and substance abuse groups in the community, and she works with her case manager on a plan to be reunited with her children. The case manager also initiates contact between Tina and the

CPS worker assigned to Tina's children. Her MOMS case manager coordinates the interactions between the CPS worker and Tina and also provides documentation of her progress and her attendance in MOMS programming. As a result of this collaboration, the court orders reunification procedures to be initiated.

Tina has subsequently been released from custody. She enjoys regular child visitation and is living in a residential drug treatment program. Tina remains clean and sober, and she continues to heal from her issues of addiction and childhood abuse. Tina maintains contact with her MOMS case manager, who supports her in her goal of self-sufficiency and reunification with her children.

Children in Need

Tina's story—but without the successful ending—is all too familiar for those of us who work in the criminal justice system. National statistics indicate that women now make up 11% of incarcerated adults, and women in the criminal justice system have an average of 2.5 children each. Rising numbers of incarcerated, pregnant, and/or parenting women being sentenced to jail and prison have resulted in many more children being separated from their mothers. These children end up living with relatives or entering the foster care system.

The Alameda County Sheriff's Office offers all mothers and pregnant women incarcerated in the county jail an opportunity to participate in the MOMS program. Since the inception of the MOMS program in September 1999, 546 pregnant and parenting women and 1,164 children have received services.

The MOMS program combines intensive individual and group training, a gender-responsive educational component, case management, housing assistance, and other vital services with a wide range of community-based post-release services including substance abuse treatment, mental health care, and primary services. Incarcerated pregnant women and women with young children receive a range of intensive, gender-responsive, and culturally appropriate services. These services include community-based case management services, assistance with life planning, and ongoing support during incarceration and post-release. Additional benefits are:

- Opportunity to bond or re-establish bonds with their children through contact visits.
- Housing assistance during and after release.
- Opportunity to improve parenting and critical life skills through educational training.
- Guidance and advocacy for vocational and educational needs.
- Substance abuse education and access to substance abuse treatment, mental health services, primary care, and other community services.
- Assistance in developing and implementing an Individual Action Plan for attaining self-sufficiency.

The MOMS program is based on the belief that incarcerated women can succeed in reversing the effects of adverse behaviors and poor life choices when

they are empowered with new knowledge, treated with respect and dignity, and provided access to community resources.

The most important component of the program is its case management aspect. Through case management, participants can address their individual issues and concerns directly. The result is that women like Tina can continue to live productive lives. The program's effectiveness is currently being evaluated, and so far, we have learned that the most successful women are those who have remained in weekly contact with their case managers.

Continuity of care is the cornerstone of the program. The same community-based case managers who assist MOMS participants while they are in jail follow their progress post-release, coordinating and facilitating services, providing support and ongoing assistance. The main goal of the MOMS program is to promote the healthy development of children by increasing the capacity of their mothers for self-sufficiency and parent-child bonding.

Contributing Partners

The MOMS program is a collaborative effort of the Alameda County Sheriff's Office and several community-based organizations, including:

- Building Opportunities for Self Sufficiency (BOSS), located in Berkeley, the largest established provider of services for the homeless in Alameda County;
- Second Chance, located in Newark, a community-based counseling and recovery program; and
- Eden I & R, located in Hayward, an information and referral service recognized for accurate, up-to-date information about affordable housing.

Other supporting county agencies include Behavioral Health Care Services, Alameda County Social Services Agency, the county Public Defender's Office, the District Attorney's Office, the Public Health Department, the Probation Department, and the Children and Families First Commission.

The MOMS program receives significant financial support from the Alameda County Sheriff's Office, which has provided in-kind and cash resources. The Alameda County Healthy Families Commission, Alameda County Public Health Department, Alameda County Social Services Agency Partnership Grants program, and the California State Legislature have provided additional funding.

We have also retained the services of nationally recognized experts in the field of incarcerated women and the effects on their children, including Dr. Stephanie Covington, developer of the Helping Women Recover program, Dr. Denise Johnson of the Center for Children of Incarcerated Parents, and Dr. Barbara Bloom, a nationally known criminal justice consultant, professor, and researcher.

Recognizing the need for an improved educational environment for MOMS participants and other incarcerated individuals participating in educational and

self-improvement programs, the Alameda County Sheriff's Office constructed the "Sandy Turner Educational Center." The educational center, located at the Santa Rita County Jail, provides four classrooms as well as administrative office space for MOMS and inmate services staff.

Evaluation Findings

From its inception, an important aspect of validating the MOMS program has been a 3-year evaluation component. The first-year evaluation has been completed. It indicated that the MOMS program has met most of its objectives and "enjoys the strong commitment of the Alameda County Sheriff's Office, a supportive advisory board, experienced and dedicated staff, a significant case management component and effective utilization of community resources." *

Outcomes for 2001 include the following:

- Out of 254 total participants for the year, 171 clients received services after release.
- 50% of released clients remained in contact with their case managers for at least 3 months.
- All MOMS participants attended parenting classes.
- While in custody, 201 MOMS women talked with, wrote to, or visited with their children through the MOMS program.
- Fifty-six women were either reunified with or established on-going contact with their children after release.

Community support has been paramount in the expansion and continuing success of the MOMS program. Our newest collaborative effort is a housing project with the Oakland Housing Authority. The Authority has revitalized an apartment building that includes 12 three- and four-bedroom apartments and has agreed to make the units available to eligible MOMS clients after their release from jail. The MOMS program will identify the clients who need housing, and the Authority will then process their applications. The MOMS clients will live independently and may reside in this transitional housing project for up to 18 months, at which time the Authority will guarantee the clients permanent housing within the community. The collaboration with the Oakland Housing Authority is an important step toward increasing MOMS clients' likelihood of success.

Gandhi once said, "Be the change you wish to see in the world." Corrections professionals working together with health, social services, and community-based organizations can positively affect the development of children whose lives have been impacted by the incarceration of their mothers. One of our goals is to help other agencies replicate any aspect of the MOMS program that interests them. Please contact us if you would like more information. ■

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* Barbara Bloom, "First Year Evaluation: Maximizing Opportunities for Mothers to Succeed (MOMS) Program," January 2001.

The Life Skills and Employment Collaborative:

Partnering with Community Resources

by
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Undoubtedly, you already know that one good way to reduce recidivism is to start connecting inmates to appropriate community services as they leave custody, so that their most pressing needs are met when they hit the street. However, if your jail or correctional center supervises minimum security offenders and is not willing to give up some control of reentry programs by placing them in the hands of local social service providers, you may not be offering the most effective reentry programs possible.

Giving up some control over inmates is a frightening concept for most jails—and for good reason. At the same time, however, some correctional systems concerned with reentry are looking for new ways to connect inmates to services outside the institution. In many jurisdictions, the key may be working with agencies that have been successfully serving this population for years.

In Massachusetts, county facilities house inmates serving up to 2½-year sentences. Increasing numbers of inmates have been getting paroled over the past year, making for a rapid turnover. Through a system based on mutual respect, faith, and constant communication, we have learned that educational programs operated by outside agencies can become a valuable resource for a local correctional institution and for its community. It often takes time to create the appropriate linkages, but it can be well worth the effort.

Building on Partners' Strengths

The Hampden County Sheriff's Department (HCSD) oversees a life skills program in western Massachusetts operated by the Corporation for Public Management (CPM), a large, community-based, non-profit human services provider. An opportunity came along 4½ years ago to work together on a reentry project through a grant provided by the U.S. Department of Education, through its Office of Correctional Education. A joint HCSD-CPM task force was formed, led by Tom

Flood, Executive Vice President of CPM, to determine the roles and responsibilities of each entity while capitalizing on the unique strengths of each. The Sheriff's Department found CPM's experience in the field to be very helpful. CPM had a long history of running successful job readiness and job placement programs for special needs populations and of working with the criminal justice population. HCSD also had a long history of reentry work. Combining the groups was a natural fit.

The Sheriff's Department works with the Life Skills and Employment Collaborative (LSEC) operated by CPM in Springfield, Massachusetts. It is the only life skills demonstration program funded by the Office of Correctional Education that operates in a community setting. Like most jail-based programs, the LSEC has as one of its goals to address criminogenic risk factors in offenders. Life skills and employment training programs are the primary vehicles for reaching this goal. LSEC is designed to provide both pre- and post-release inmates with the cognitive and economic resources needed to avoid continued criminal activity.

Behind the walls, the Sheriff's Department operates a number of successful job placement programs for inmates who may have a work history, an education, and possibly some real vocational skills. However, outside the institution, the LSEC fills a crucial gap by reaching less-educated and less-motivated offenders while building on programming the inmates have already received inside the jail. A demographic breakdown of program participants shows that roughly 60% are of Hispanic origin, 25% are African-American, and 15% are Caucasian.

Employment Training and Follow-Up

The LSEC program receives inmate referrals from HCSD programs. Participants attend the program in a community setting 5 days a week, for 6 hours each day—similar to the hours in a regular work week. Participants receive 147 hours of customized life skills and job readiness training in 4-week cycles.

The LSEC provides:

- Life skills training;
- Employment counseling;
- Case management;
- Job readiness training;
- Job development/placement; and
- Post-placement follow-up and support services.

The job readiness training component consists of extensive assistance on job readiness skills, soft skills, and budgeting and finances. The life skills component consists of an intense cognitive restructuring curriculum designed to change inmates' thinking, behavior, and attitudes.

After completing the program, participants are placed in full-time employment, with 90 days of intense follow-up and support. Follow-up also occurs at 6-month

and 1-year intervals. These post-placement services include on-site visits with workers and their employers, which are intended to prevent or resolve any job-related problems. Visits or phone calls confirm that the person is still on the job and lend support to either the job holder or the supervisor in dealing with work-related or non-work-related problems that affect job performance.

Selected participants also receive additional preparation services through involvement in a Community Service/Work Experience component. This is an 8-week basic construction training program for LSEC graduates.

In year four of the program, the average wage earned by participants was $8.27/hour, as compared with the minimum wage of $6.75/hour. Fully 88% of the positions included benefits. Equally as important were retention rates:

- 85% remained working for 30 days;
- 65% remained working for 60 days; and
- 45% remained working for 90 days.

Again, the strong partnership between the HCSD and the LSEC Program has been a crucial element in the success of the program and in helping the HCSD carry out its mission. Sheriff Michael J. Ashe, Jr., of the HCSD comments, "We all know that an individual in a community with a criminal pattern of behavior can cost his fellow citizens a tremendous amount of money, so the community agencies and groups outside the fences certainly have a stake in successful community reentry. They can serve the community by becoming full partners with criminal justice agencies in seeking to assure successful reentry."

Working Together

As in any relationship, being aware and respectful of each other's goals, differences, and similarities is vital. Confidence in each other's professionalism and satisfaction with the accomplishments of the co-partners are also key ingredients in the program's success. All programs, inside and outside the jail, must find a common ground from which to operate. For both CPM and HCSD the bottom line is the improvement of public safety.

" . . . [C]ommunity agencies and groups outside the fences certainly have a stake in successful community reentry. They can serve the community by becoming full partners with criminal justice agencies in seeking to assure successful reentry."

—Sheriff Michael J. Ashe, Jr.

CPM believes, and the HCSD agrees, that inmates often need the opportunity to "test things out" in the community. In many cases, reentry should be a slow process. Attending a program in the community while still under custody or just recently released offers an offender a gradual approach. This slow reentry system also fills an important gap for the institution. For example, sometimes when an inmate gets a job while under correctional supervision, the job is attached to the jail and not related to the inmate's own personal reentry goals. As a result, he or she often leaves that job after being released from supervision.

Because CPM is out in the community with the offenders, it is better situated than correctional staff to keep the person connected, working, sober, and crime-free. Overall, the LSEC enhances what the jail is trying to do for its inmates.

The environments of the two partners are, of course, quite different: one is inside and secure, the other is outside and open. Hence, both partners needed to adjust their attitudes to overcome their differences and reach for similarities. The jail collaborates by relegating some of its security responsibility to the program to accomplish shared goals, and the program collaborates by supporting the jail in its efforts to deal with inmate security. When there is any disagreement, all parties sit down to discuss the issue. The goal is always to reach a common ground so that both partners can operate cooperatively and look out for the other's best interest. For example, the HCSD modified a 'no-hat' policy because the practice did not affect the overall goal of public safety.

The security of participating minimum status inmates is entrusted to this community program every day; this could not be accomplished without mutual trust. Each partner is well aware of:

- The rules;
- What each other needs;
- The negative impact of failure and miscommunication; and
- That we need each other to succeed.

In many institutions there is a well-defined line between security and treatment. That same line is often drawn between what goes on inside the jail and what occurs in the outside world. Both HCSD and CPM believe that treatment can be carried out in the community while still maintaining security. Allowing social service agencies to operate the program enables the jails and correctional centers to focus primarily on security.

Correctional institutions and social service groups share the same mission of enhancing public safety; they just have different ways of reaching that goal. This strong and effective partnership is an example of what can be accomplished when a jail and a community agency focus on their similarities and work together to provide the best services possible for offenders reentering the community. ■

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Large Jails and Communicable Disease:

An Update on

"Why Public Health Must Go to Jail"

by
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Beginning in the 1970s, disease information specialists (DIS), the street-level, public health trackers of sexually transmitted diseases (STDs), began to note a significant number of individuals identified as STD patients in local jails. Several of these specialists by the late 1990s occupied key public health roles at the local, state, and federal levels. From these positions, they were able to direct the focus of public health agencies toward jails as important facilities where they could screen for and potentially treat not only STDs, but also a variety of other communicable diseases.

On finding rates of STDs in jails ranging from 2 to 35% of the inmate population, most public health workers recognized the need to prioritize working with corrections and the community to stop the cycling of disease in and out of the jail. The HIV/AIDS and hepatitis C (HCV) epidemics and tuberculosis (TB) outbreaks in jails and prisons called greater attention to the public health/public safety nexus and to the critical roles jails can play in preventing the spread of communicable diseases.

Chicago Meeting Generates Blueprints for Change

Representatives from the 18 largest jail systems in the United States met in Chicago in October 1999 to explore ways public health departments and jail systems could work together to address communicable disease issues (Krane and Miles, 2000). Teams from each of the cities/counties represented at the meeting were composed of sheriffs, jail administrators, correctional health administrators, and HIV, STD, and TB directors from the local and state health departments where the jails were located. Presentations and discussions centered on state- and community-specific information about communicable diseases and the need for corrections/public health collaboration. Each team developed a "blueprint for change" focusing on specific goals for public health/corrections collaboration and a plan to implement the blueprint over the following 2 years. A follow-up plan was presented to track progress and partici-

pants' perceptions of success, barriers, and facilitators for the blueprints developed at the meeting.

Most of the blueprints developed by the 18 jurisdiction teams involved disease screening/counseling and testing (n = 8), linkages with community providers, discharge planning, case management (n = 6), and disease-related educational programs for inmates addressing STDs and/or AIDS (n = 2). At the time of the follow-up interviews, most of the participating jurisdictions reported at least some progress toward meeting the objectives outlined in their blueprints. In some jurisdictions the original plans had shifted once the team returned home. For example, some jurisdictions decided that it would be more advantageous to provide disease-related educational programs to inmates than to attempt a disease screening program.

A report by Abt Associates, the contractor selected by the Centers for Disease Control and Prevention (CDC) to conduct the follow-up survey and interviews, detailed the "themes, challenges, and strategies" involved as the jurisdictions attempted to implement their blueprints. Five "contextual factors" were found to affect the success of the blueprints, as perceived by the participants:

- The bureaucratic complexity of the organizations involved provided both benefits (e.g., effective division of labor with clear communication) and barriers (e.g., multiple levels of responsibility in health departments that led to unclear lines of communication between health and jail officials).

- Jails and health departments with prior experience of working together had a greater likelihood of perceived success in their outcomes.

- Having a "champion" within collaborating agencies increased the likelihood of success, unless that person left the agency without a championing successor.

- Rapid turnover of jail inmate populations remained a key barrier to the perceived success of a project. Several jurisdictions overcame this difficulty by focusing on post-conviction inmates who remain in the jail for longer periods of time.

- Finally, if there had been a precipitating event, such as a disease outbreak, which had forced health and jail staff to work together prior to the meeting, the success of the blueprint was enhanced. (See Hammett, 1998, for a similar analysis of collaboration issues in prison and jail settings.)

Abt also identified six implementation factors, issues that arose while jurisdictions were putting the blueprints into action and that affected the perceived success among the participants:

- In some jurisdictions it was necessary for jail and public health personnel to think of each other in different ways than they had in past relationships, effectively changing the way they did business together.

- The different missions of corrections and public health (at least as perceived by some) had an impact on how successful this shift was in different communities.

- Ongoing conflict between and within some participating agencies affected how the plan developed and was enacted in some places.

- In other jurisdictions, the realities of the local situation led to a change in the goals and plans. What had seemed reasonable at the planning table was not feasible when participants returned to the facility (such as harm reduction strategies that did not fit into jail operations).

- Turnover among the planning team members and the addition of new team members back in the community affected the implementation and/or direction of the project in some locales.

- The ability to involve community-based organizations (CBOs) in implementing some of the plans proved difficult in several areas, leading to changes in the plans.

Availability of funds at the local level to implement the plans also affected what evolved in several of the participating jurisdictions. Perhaps the most interesting finding in the follow-up survey was that the programs that were actually initiated required no significant additional monies. By working collaboratively, the agencies were often able to identify existing resources to solve the identified problems.

In spite of the challenges presented by various contextual and implementation factors, only two of the 18 jurisdictions failed to implement some version of their plan. The sponsoring organizations received very few requests for technical assistance from the jurisdictions during the follow-up period, suggesting that local teams were able to tackle the implementation successfully on their own. Screening, counseling, and testing programs, as well as linkages to CBOs all increased in the participating cities and counties following the conference.

New Partnerships Support the Effort

Another outcome of the conference was the development of a partnership between CDC and the Health Resources Services Administration (HRSA). This partnership has funded a 5-year, seven-state demonstration project to provide counseling and testing, medical treatment, within-facility discharge planning, and continuity of care into the community for HIV positive inmates. The 12 states with the highest HIV morbidity rates were eligible to apply for these funds, though only seven could be funded. Many of the funded projects operate in jail settings, and some are in both jails and prisons (as well as juvenile detention centers). Some of the Chicago meeting participants, representing jails in Chicago, Atlanta, and New York City, are part of the demonstration project.

Technical assistance for the project is provided by the Southeast AIDS Training and Education Center (SEATEC) and the Hampden County Correctional Center. The National Minority AIDS Council (NMAC) provides technical assistance for the CBOs involved in the project.

Evaluation data are being collected from the projects by the Rollins School of Public Health at Emory University and Abt Associates. (See further information online at http://www.sph.emory.edu/HIVCDP/.) Preliminary data from the evaluation reveal that these collaborative projects are testing more jail inmates and discovering a greater disease burden among the inmates (Arriola, et al., in press).

Next Steps

CDC's goal remains the development of effective jail/public health collaborations to address disease screening, intervention, and prevention efforts based on local need and local expertise. Although a national follow-up conference has not yet occurred, some regional efforts to replicate the Chicago effort have taken place. For example, CDC, HRSA, and Region VI of the U.S. Department of Health and Human Services, Office of Women's Health (serving Louisiana, Texas, Arkansas, Oklahoma, and New Mexico) co-sponsored an August 2001 conference in Dallas titled "Linking Correctional Health with Community Health: Partners in Prevention and Care of Infectious Diseases." From that conference, state-level planning efforts involving both jails and prisons have begun in Louisiana and Texas.

Individual counties in other states have invited CDC to assist them in developing public health partnerships with jails and juvenile detention centers. These are often the result of participation in the syphilis elimination program being led by CDC. Law enforcement, corrections, and public health officials are becoming more aware of the vital role jails can play in controlling and preventing communicable diseases, if they are properly funded and involved in the planning process.

Jails are not public health agencies, but they can play a major role in enhancing public health in their communities by partnering with local health departments. Twenty years ago the underpinnings of community policing were not viewed as "proper" policing, but community policing now constitutes a major policing philosophy. The situation with regard to the partnership between jails and local public health agencies is at the same stage that community policing was two decades ago. Through the leadership and models provided by jails in the Large Jail Network, we believe the public safety/public health nexus will become engrained as part of "best practice" local corrections. We thank those who have been involved to date and look forward to working with other interested jurisdictions. ■

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Hammet, T. M. 1998. "Public Health/Corrections Collaborations: Prevention and Treatment of HIV/AIDS, STDs, and TB." *National Institute of Justice Research in Brief*, July 1998. (See online at www.ncjrs.org/pdffiles/169590.pdf.)

Krane, K. M., and J. R. Miles. 2000. "Why Public Health Must Go to Jail." *Large Jail Network Bulletin*, 2000. (See online at www.nicic.org/pubs/2000/period171.pdf.)

Recommended

READINGS

2001 Directory of Direct Supervision Jails.

Harding, B.G. LIS, Inc. (Longmont, CO); National Institute of Corrections Information Center (Longmont, CO); National Institute of Corrections. Jails Division (Longmont, CO). Sponsored by National Institute of Corrections (Washington, DC). 2001. 168 p.

A directory of facilities that utilize the direct supervision concept of jail design and management is provided. Organized by state, entries provide the following information: facility name, address, description and status, year opened, contact person, facility capacity, direct supervision pod size, maximum inmates per officer, non-direct pods, direct supervision dormitory pods, disciplinary or high-security beds, and notes. A searchable database with information published in this directory is available on the NIC website. NIC accession no. 017416.

Internet location: http://www.nicic.org/pubs/2001/017416.pdf (directory) or http://www.nicic.org/textbase/direct-jails.htm (online database).

These items are available from the NIC Information Center or online as indicated. To request a paper copy, call 800-877-1461

Guidelines for Developing a Criminal Justice Coordinating Committee.

Cushman, Robert C. National Institute of Corrections (Washington, DC). Sponsored by National Institute of Corrections (Washington, DC). 2002. 50 p.

The development, implementation, and operation of a local criminal justice coordinating committee (CJCC) are described. In particular, this guide provides a look at how a CJCC can alleviate jail crowding and accomplish other system improvements. The following sections comprise this guide: executive summary; introduction; a framework for justice planning and coordination; coordinating mechanisms—a developmental view; and guiding principles for CJCCs. Appendixes provide: a checklist for forming a CJCC; contact information for jurisdictions mentioned; other CJCC resources; a sample charge; and sample bylaws. NIC accession no. 017232.

Internet location: http://www.nicic.org/pubs/2002/017232.pdf

Jail Crowding: Understanding Jail Population Dynamics.

Cunniff, Mark A. National Institute of Corrections (Washington, DC). Sponsored by National Institute of Corrections (Washington, DC). Grant no. NIC-TA#99J1225. 2002. 49 p.

Steps involved in developing an understanding of jail population dynamics and factors behind jail crowding are delineated. Sections of this report include: executive summary; how can factors behind jail crowding be identified?; key questions to ask in order to understand jail population dynamics; trends that are driving jail population growth; how to forecast future needs; benefits and elements of an effective analytic process; and elements of the analytic process. Appendixes include a jail survey form; data sources; a proposed work plan for criminal justice analysts; and items to be included in the agency database. NIC accession no. 017209.

Internet location: http://www.nicic.org/pubs/2002/017209.pdf

Jail Resource Issues: What Every Funding Authority Needs to Know.

Bowker, Gary M. National Institute of Corrections (Washington, DC). Sponsored by National Institute of Corrections (Washington, DC). Grant no. NIC-99J07GIK6. 2002. 34 p.

Basic information about jail operations is provided to contribute to a better understanding of the funding authority's roles and responsibilities regarding the jail. This report contains the following chapters: the jail as a primary function of local government; the purpose of the jail and its role in the local criminal justice system; the jail population; jail litigation and standards; key elements of effective jail operations; and funding authority roles and responsibilities. NIC accession no. 017372.

Internet location: http://www.nicic.org/pubs/2002/017372.pdf

Preventing Jail Crowding: A Practical Guide. 2nd ed.

Cushman, Robert C. National Insitute of Corrections (Washington, DC). 2002. 12 p.

An explanation on how to use the jail population analysis formula is offered. This paper looks at: the sources of jail crowding; the dynamics that create changes in jail occupancy levels; swings in jail occupancy levels; a jail population analysis system; reducing the inmate population in a crowded jail; policy choices; and the key to preventing crowding. NIC accession no. 016720.

Internet location: http://www.nicic.org/pubs/2002/016720.pdf

Prison and Jail Inmates at Midyear 2001.

Bureau of Justice Statistics Bulletin, April 2002. U.S. Bureau of Justice Statistics (Washington, DC). 2002. 16 p.

Local jails held one-third of the nation's incarcerated population at midyear 2001. This BJS report summarizes growth, demographic shifts, and other changes in U.S. prison and jail populations from the 1990s to the present. NIC accession no. serial828.

Internet location: www.ojp.usdoj.gov/bjs/pub/pdf/pjim01.pdf

NIC Online

www.nicic.org

For up-to-the-minute information about NIC opportunities and resources, visit the NIC web site. The NIC web site is a source of current information throughout the year on training programs, videoconferences, cooperative agreements, and targeted assistance opportunities. Updates are posted each day.

Program-related information includes:

- Dates and locations for scheduled and added program offerings;
- An updated events calendar; and
- Online forms for applying for programs.

Web pages support each NIC videoconference and distance learning program. These pages provide resources for participants and technical information for satellite downlink host sites. Links also enable visitors to view the programs through video streaming during the live broadcasts. Many previously broadcast NIC videoconferences can also be viewed through video streaming or obtained on videotape.

Visitors to NIC's website can also find information on special NIC initiatives and assistance opportunities. The website is used:

- To highlight NIC's work in several "special focus" topic areas, such as mentally ill populations in corrections, classification, and youthful offenders;
- To announce cooperative agreement projects; and
- To invite agencies to apply for targeted technical assistance.

NIC's website also provides access to a wide range of resources for corrections policy-makers and practitioners. They include:

- NIC publications, including the newest releases;
- Selected NIC training materials;
- Materials posted on the Web by other agencies and organizations and accessible through NIC's "Publications Plus" database.

Practitioner networking is also supported via NIC Online. NIC hosts the Corrections Exchange, or "Correx", a public e-mail discussion list ("listserv") that links persons interested in corrections issues. List postings are moderated to ensure quality content. In addition to sharing information on topics raised by participants, Correx is used to announce new NIC initiatives, opportunities, and publications.